



MINUTES OF THE BOARD OF SUPERVISORS  
COUNTY OF LOS ANGELES, STATE OF CALIFORNIA

Violet Varona-Lukens, Executive Officer  
Clerk of the Board of Supervisors  
383 Kenneth Hahn Hall of Administration  
Los Angeles, California 90012

Chief Administrative Officer

At its meeting held July 3, 2001, the Board took the following action:

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The following item was called up for consideration:

The Chief Administrative Officer's joint recommendation with affected Department Heads to endorse and adopt the Strategic Plan for Municipal Services to Unincorporated Areas (UA Strategic Plan) for Fiscal Years 2001-04; instruct the Chief Administrative Officer in collaboration with the affected department heads to manage the UA Strategic Plan, implementing the action plans and incorporating measurable goals related to implementation of the Strategic Plan in department head performance agreements; authorize the Chief Administrative Officer to make modifications to the planned action steps, as necessary, to implement the intent of the Strategic Plan and to report annually to the Board on the implementation progress of the Strategic Plan; also consideration of Supervisor Knabe's recommendation to amend the Strategic Plan for Municipal Services to Unincorporated Areas for Fiscal Years 2001-04 to include working with cities adjacent to unincorporated areas, since they too have a vested interest in improving municipal services and revitalizing communities that border their cities, and to include school districts and key community organizations that have served the County's unincorporated communities for many years.

(Continued on Page 2)

Therefore, Supervisor Knabe made a motion that the Board take the following actions:

1. Amend Recommendation No. 1 of the Chief Administrative Officer's attached joint recommendation with affected Department Heads to include working with cities adjacent to unincorporated areas, since they too have a vested interest in improving municipal services and revitalizing communities that border their cities, and include school districts and key community organizations that have served the County's unincorporated communities for many years; and
2. Adopt the Chief Administrative Officer's attached joint recommendations with affected Department Heads as amended.

After discussion, Supervisor Antonovich requested the Chief Administrative Officer to report back to the Board on the following issue:

Does the County have a formula in place for the funding allocation process, which would review not only the critical needs today, but the projected needs of tomorrow, taking into consideration the demographic increases that would take place?

Supervisor Yaroslavsky made the following statement:

"The Unincorporated Area Strategic Plan states that its mission is to 'improve services and accountability to the unincorporated areas of the County.' This is an important mission that deserves our full support.

"A letter clarifying the implementation of this Plan also states that 'the intent is to implement the pilot programs on a cost neutral basis,' reiterating the statement in the Plan that 'the CAO and collaborating departments will identify the full fiscal impact for each particular project' before the projects begin, and that the 'action plan implementation will depend on availability of funds.' In an era of fiscal tightening, it is especially important to seize upon the implementation of this Plan as an opportunity to create greater efficiencies in order to enhance services.

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"It will be a challenge to identify models that directly reflect the needs of each pilot community, and establish a reliable coordinating ability and authority to bring all departments together to deliver services more effectively than before. Both fiscal and operational challenges favor proceeding with a great deal of specificity and a commitment to cost neutrality in order to ensure success and move forward with this important project."

Therefore, Supervisor Yaroslavsky made a motion to amend Supervisor Knabe's motion by requesting that the Board take the following actions:

1. Form a working group comprised of the Chief Administrative Officer and Board staff to identify at least one pilot per district, prior to any pilot, model, or "action-plan" that is implemented;
2. Instruct the working group to report back to the Board for approval of the proposed work plans for each pilot, as well as any other "action-plans" proposed for implementation; and
3. That the work plan for each pilot include a full cost analysis that is designed to achieve cost neutrality through the stated goal of coordinating the delivery of services with greater efficiency.

Said motion failed for lack of a second.

On motion of Supervisor Knabe, seconded by Supervisor Antonovich, duly carried by the following vote: Ayes: Supervisors Molina, Burke, Knabe and Antonovich; Noes: None; Abstentions: Supervisor Yaroslavsky, the Board took the following actions:

1. Amended Recommendation No. 1 of the Chief Administrative Officer's attached joint recommendation with affected Department Heads to include working with cities adjacent to unincorporated areas, since they too have a vested interest in improving municipal services and revitalizing communities that border their cities, and included school districts and key community organizations that have served the County's unincorporated communities for many years; and
2. Adopted the Chief Administrative Officer's attached joint recommendations with affected Department Heads as amended.

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In addition, the Chief Administrative Officer was instructed to report back to the Board on the following issue:

Does the County have a formula in place for the funding allocation process, which would review not only the critical needs today, but the projected needs of tomorrow, taking into consideration the demographic increases that would take place?

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Attachment

Copies distributed:

- Each Supervisor
- Sheriff
- County Counsel
- Agricultural Commissioner/Director of Weights and Measures
- Chief Information Officer
- County Librarian
- Director of Beaches and Harbors
- Director of Consumer Affairs
- Director of Military and Veteran Affairs
- Director of Personnel
- Director of the Office of Public Safety
- Director of Planning
- Director of Public Works
- Executive Director of Arts Commission
- Executive Director of the Community Development Commission
- Executive Director, Commission on Human Relations
- Fire Chief
- Acting Director of Animal Care and Control
- Acting Director of Health Services
- Acting Director of Parks and Recreation





County of Los Angeles  
**CHIEF ADMINISTRATIVE OFFICE**

713 KENNETH HAHN HALL OF ADMINISTRATION • LOS ANGELES, CALIFORNIA 90012  
(213) 974-1101

DAVID E. JANSSEN  
Chief Administrative Officer

Board of Supervisors

GLORIA MOLINA  
First District

YVONNE BRATHWAITE BURKE  
Second District

ZEV YAROSLAVSKY  
Third District

DON KNABE  
Fourth District

MICHAEL D. ANTONOVICH  
Fifth District

June 5, 2001

The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
500 West Temple Street  
Los Angeles, CA 90012

Dear Supervisors:

**STRATEGIC PLAN FOR MUNICIPAL SERVICES TO UNINCORPORATED AREAS  
(All AFFECTED) (3 VOTES)**

**JOINT RECOMMENDATION WITH AFFECTED COUNTY DEPARTMENT HEADS THAT  
YOUR BOARD:**

1. Endorse and adopt the Strategic Plan for Municipal Services to Unincorporated Areas (UA Strategic Plan) for fiscal years 2001-2004.
2. Instruct the Chief Administrative Officer, in collaboration with the affected department heads and directors, to manage the UA Strategic Plan, implementing the action plans, and incorporating measurable goals related to implementation of the Strategic Plan in department head performance agreements.
3. Authorize the Chief Administrative Officer to make modifications to the planned action steps, as necessary, to implement the intent of the Strategic Plan, and report annually to your Board on the implementation progress of the Strategic Plan.

**PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION**

The purpose of the recommended action is to obtain your Board's input and endorsement of the various elements of the UA Strategic Plan for Municipal Services to Unincorporated Areas including its mission and values, strategic models, and action plans. The recommended actions support our efforts to establish a plan and process to improve municipal service delivery to the approximately one million residents of unincorporated areas of Los Angeles County.

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The development of this UA Strategic Plan is a result of the collaborative efforts of more than 50 executive representatives from County departments, commissions, and Board Offices to plan and prepare a vision and action plans to improve services and accountability to the residents of unincorporated areas of the County. While the action plans represent the current planning effort, they should be viewed as evolutionary work plans and subject to change as implementation activities proceed.

Many of the elements included in the UA Strategic Plan are based on recommendations contained in the July 1996 study by the Los Angeles County Citizens Economy and Efficiency Commission on Accountability and Municipal Service Delivery to Unincorporated Areas, which focuses on how the County could improve the efficiency and accountability of services to the unincorporated areas of the County.

#### Implementation of Strategic Plan Goals

The UA Strategic Plan is built on the County's Strategic Plan and supports the vision, purpose, philosophy, goals, and strategies already adopted by your Board for Los Angeles County. The UA Strategic Plan also includes pilot models for delivering municipal services to unincorporated areas that are supportive of the County's goals and strategies. Specifically, the UA Strategic Plan supports the County's Strategic Plan by:

- ☐ **Promoting Service Excellence** through the design of seamless "One-County" service delivery systems for providing municipal services for unincorporated areas, and by evaluating services based on results,
- ☐ **Strengthening Fiscal Responsibility** by managing effectively the resources we have, increasing public/private partnerships, and aligning priorities, resources, and outcomes with the County budget process,
- ☐ **Ensuring Organizational Effectiveness** through the improvement of internal operations, and collaboration across functional and jurisdictional boundaries,

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- ☐ ***Enhancing Workforce Excellence*** through the creation of efficient and positive work environments, and improvement of employee communication across County departments.

### **FISCAL IMPACT/FINANCING**

The full fiscal impact of the UA Strategic Plan is undetermined at this time. Many of the action plans will not incur additional cost, or can be pursued within the affected departments' existing budget allocations. However, some action plans have cost implications which need to be further investigated. For example, some models require community input to define the service or service level for that particular community, or provide further direction for the plan. In these instances, it is difficult to determine the full fiscal impact of a proposed project until the model is further explored and developed through community involvement.

If Board approval is granted for the UA Strategic Plan, the CAO and collaborating departments will identify the full fiscal impact for each particular project as each plan is developed. Action plan implementation will depend on availability of funds. Funding needs will be addressed in the annual CAO Proposed Budget.

The recommended actions do not increase net County cost for any of the affected County departments for FY 2000-01. The FY 2001-02 Proposed Budget includes funding in the CAO's departmental budget for strategic plan implementation. For future fiscal years, a request for funding will be incorporated into the County budget process for that particular year.

### **FACTS AND PROVISIONS/LEGAL REQUIREMENTS**

Not applicable.

### **CONTRACTING PROCESS**

Not applicable.

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### **IMPACT ON CURRENT SERVICES (OR PROJECTS)**

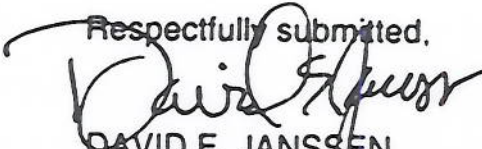
Board adoption of the UA Strategic Plan represents a strong and unified plan of improving the delivery of services to residents of unincorporated areas of Los Angeles County. Adoption of the plan will enhance services, in many cases through pilot models. If successful, these pilots can be expanded to other unincorporated areas of the County. The models and action plans included in the Strategic Plan are:

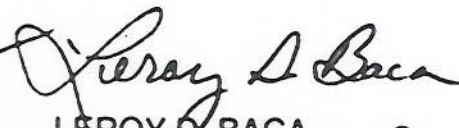
- ***Civic Center Facility Model*** which is a joint venture by County departments to pilot a civic center model that will assemble County municipal services into a single facility or campus setting to increase the convenience and speed of services to the public in more densely populated areas,
- ***Unincorporated "Islands" Model*** which designs and implements strategies for targeted islands to enhance organizational and workforce effectiveness in the County, while meeting the communities' needs,
- ***Access Model*** which establishes a variety of communication and technology mechanisms to increase residents' access to needed municipal services,
- ***Strategic Service Area and Lead Department Model*** which customizes a service package to meet the needs of a specific area,
- ***Economic Development and Revitalization Model*** which applies community redevelopment agency concepts and strategies, on a pilot basis, to revitalize target unincorporated areas,
- ***Emergency Management Planning and Response Model*** which pilots an emergency management plan and provides training and education to a target unincorporated area of the County,
- ***Accounting for Unincorporated Area Expenditures*** to improve management processes by measuring and accounting for municipal service delivery.

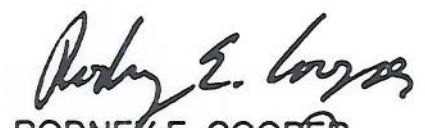


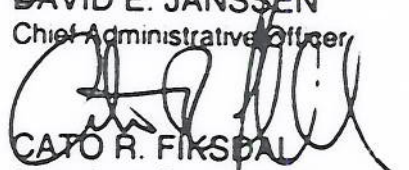
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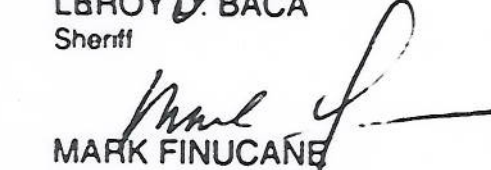
Respectfully submitted,

  
DAVID E. JANSSEN  
Chief Administrative Officer

  
LEROY D. BACA  
Sheriff

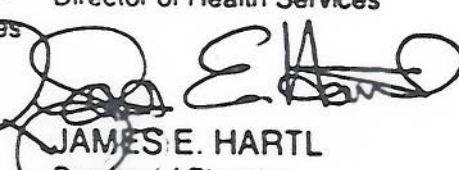
  
RODNEY E. COOPER  
Director of Parks and Recreation

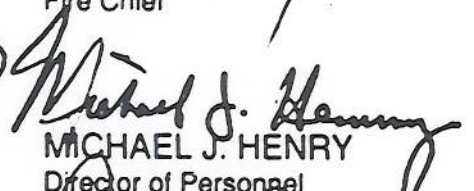
  
CATO R. FIKSDAL  
Agricultural Commissioner/  
Director of Weights and Measures

  
MARK FINUCANE  
Director of Health Services


  
P. MICHAEL FREEMAN  
Fire Chief

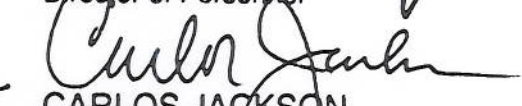
  
JOHN P. FIKSDAL  
Chief Information Officer

  
JAMES E. HARTL  
Director of Planning

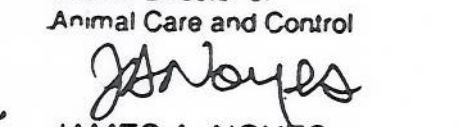
  
MICHAEL J. HENRY  
Director of Personnel

  
PASTOR HERRERA, JR.  
Director of Consumer Affairs

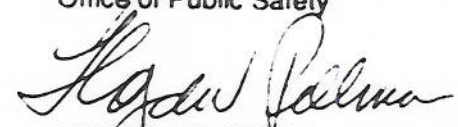
  
FRANK R. ANDREWS  
Interim Director of  
Animal Care and Control

  
CARLOS JACKSON  
Executive Director of Community  
Development Commission

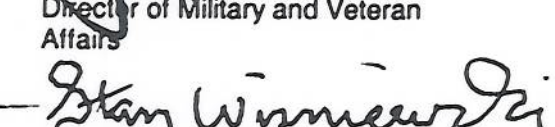
  
CHIEF BAYAN LEWIS  
Office of Public Safety


  
JAMES A. NOYES  
Director of Public Works

  
COL. JOSEPH N. SMITH  
Director of Military and Veteran  
Affairs

  
LLOYD W. PELLMAN  
County Counsel

  
ROBIN S. TOMA  
Human Relations Commission

  
STAN WISNIEWSKI  
Director of Beaches  
and Harbors

  
LAURA ZUCKER  
Executive Director of Arts  
Commission

  
MARGARET DONNELLAN TODD  
County Librarian

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Attachments (1)

c:     Alternate Public Defender  
          Assessor  
          Auditor Controller  
          Chief Probation Officer  
          Coroner  
          District Attorney  
          Director of Affirmative Action Compliance  
          Director of Children and Family Services  
          Director of Community and Senior Services  
          Director of Mental Health  
          Director and President of Museum of Natural History  
          Interim Director of Public Social Services  
          Executive Officer, Board of Supervisors  
          Ombudsman  
          President of Museum of Art  
          Public Defender  
          Registrar-Recorder/County Clerk  
          Treasurer and Tax Collector

001038



# **COUNTY OF LOS ANGELES**

## **STRATEGIC PLAN FOR MUNICIPAL SERVICES TO UNINCORPORATED AREAS: 2001-2004**

April 2001

# COUNTY OF LOS ANGELES STRATEGIC PLAN FOR MUNICIPAL SERVICES TO UNINCORPORATED AREAS

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to Unincorporated Areas

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Economy and Efficiency (E&E) Report  
Office of Unincorporated Area Services (UAS) and Special Projects  
Strategic Planning Efforts for Municipal Services for Unincorporated Areas  
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# COUNTY OF LOS ANGELES

## STRATEGIC PLAN FOR MUNICIPAL SERVICES TO UNINCORPORATED AREAS: 2001-2004

### BACKGROUND

Los Angeles County covers 4,000 square miles, with a population of 9.5 million individuals (2000 census data) with an anticipated growth to 11.5 million by 2020. The County provides regional services, such as health, justice, and social services to the entire area. For the most part, 88 incorporated municipalities that lie within the borders of the County provide local governmental -- or "municipal" -- services.

The County, however, has 1 million residents who live in more than 2,600 square miles of unincorporated areas and depend on the County for their municipal services. By 2020, this population base is expected to grow to 1.5 million. This area represents two-thirds of the County's land and one-tenth of its population. If this area were a city, this unincorporated area would be the third largest in the State, after Los Angeles and San Diego. The unincorporated areas are unofficially grouped into 137 areas<sup>1</sup>. Some of these unincorporated areas are as small as a few blocks (called "islands") surrounded by cities. Others are urban centers with more than 150,000 residents. Yet others cover hundreds of square miles with sparse populations in the high desert. Based on 1997 data, the unincorporated areas have diverse ethnic groups, including Hispanic (46%), White (34%), Asian (7%), and African-American (13%). More than 100 languages are spoken in area public schools. Finally, the unincorporated communities are diverse in terms of their socio-economic levels, encompassing some of the County's wealthiest neighborhoods as well as communities with concentrations of individuals and families requiring financial assistance.

At least 17 County departments deliver municipal services to the unincorporated areas. Many of these departments also sell services to requesting municipalities, on a contract basis.

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<sup>1</sup> Appendix B lists the major unincorporated areas. Some of the smaller areas have been clustered together.

# LOS ANGELES COUNTY STRATEGIC PLAN

During 1998, Los Angeles County embarked on a strategic planning effort, bringing department heads and board deputies together in an ambitious effort to develop a vision, purpose, values, goals, strategies, and objectives to serve Los Angeles County residents. The purpose and values developed in those efforts are:

## County Vision

*Our purpose is to improve the quality of life in Los Angeles County by providing responsive, efficient, and high quality public services that promote the self-sufficiency, well being, and prosperity of individuals, families, businesses, and communities.*

Our **philosophy** of teamwork and collaboration is anchored in our shared values of responsiveness, professionalism, accountability, compassion, integrity, commitment, a can-do attitude, and respect for diversity. Our **position** as the premier organization for those working in the public interest is established by:

- ❑ A capability to undertake programs that have public value
- ❑ An aspiration to be recognized through our achievements as the model for civic innovation
- ❑ A pledge to always work to earn the public trust

The County has established the following Strategies and Goals:

### ***Service Excellence***

- ❑ Develop standards for user-friendly services
- ❑ Design seamless "one County" service delivery systems
- ❑ Evaluate services based on results

### ***Fiscal Responsibility***

- ❑ Manage effectively the resources we have
- ❑ Invest in public infrastructure
- ❑ Increase public-private partnerships

### ***Organizational Effectiveness***

- ❑ Implement strategic management processes
- ❑ Improve internal operations
- ❑ Collaborate across functional and jurisdictional boundaries

### ***Workforce Excellence***

- ❑ Recruit, develop, and retain dedicated and productive employees
- ❑ Create a positive work environment.



# STRATEGIC PLANNING EFFORTS FOR MUNICIPAL SERVICES FOR UNINCORPORATED AREAS

The County's Strategic Plan anticipated several subsidiary plans, including the development of a Strategic Plan to transform the provision of unincorporated area services. As such, the "Strategic Plan for Municipal Services to Unincorporated Areas" complements the County's vision, values, and strategic directions.

In July 2000, the Office of Unincorporated Area Services (UAS) in the Office of the Chief Administrative Officer (CAO) embarked on a strategic planning process for providing municipal services to the County's unincorporated areas. The planning process was a result of the collaborative efforts of more than fifty executive representatives from County departments, commissions, and Board Offices. The purpose of the effort was to:

- Reinforce "one County" focus on municipal services for unincorporated areas
- Focus on a limited number of high-priority, County-wide Goals
- Pilot some new models for delivering municipal services to unincorporated areas
- Instill in County employees "expected behaviors critical to our success"
- Align priorities, resources, and outcomes with the County budgeting process.

Building on the County vision, purpose, philosophy, and strategies and goals, the UAS process completed an environmental scan of external and internal trends, challenges, and opportunities. Appendix A summarizes background information about the strategic planning process and key trends. On the basis of the scan, certain planning assumptions were developed that led to the development of a mission statement and values for delivering municipal services to unincorporated areas. Through strategic model building exercises, the various service objectives and actions plans in this Strategic Plan were then derived.

For optimal linkage to the County's Strategic Plan, *the County's unincorporated area services must balance and link ...*

- ***Service Excellence = Customer Goals, Objectives, and Measurements.*** How do the County's communities and customers view its current services? What are the key measurements of success regarding what services the County must provide to residents unincorporated areas?
- ***Fiscal Responsibility = Financial Goals, Objectives, and Measurements.*** On the basis of these client-focused measurements, what are the critical financial indicators of success? How well does the County provide value to its customers (e.g., the public, taxpayers, its partners, other governmental entities)? What kind of investments does or can the County make that will add value in the short term? Long term?

*... which will then drive ...*

- ***Organizational Effectiveness = Process Goals, Objectives, and Measurements.*** How well do the County's organizational structures, working relationships, staffing levels, and work processes produce value? To achieve the desired customer and financial measurements, what processes require improvement?

*... and then determine needed ...*

- **Workforce Excellence = People (Learning and Growth) Goals, Objectives, and Measurements.** How can the County's organization, systems, and employees learn, improve, and grow? What does the County need to do to ensure that the workforce adapts to accommodate the needed values (e.g., customer service, service quality, etc.)? Strategic changes? New work processes? Organizational changes? What kind of training do County employees need?

*... and these goals, objectives, and measurements must align with the County's vision, purpose, and strategies.*



## UNINCORPORATED AREAS SERVED

As already mentioned, the County has more than 137 different unincorporated areas that differ from one another. Although one service strategy would not meet the needs of the different areas, designing service delivery 137 different ways would strain the resources of the County. By grouping areas that have similar characteristics, County departments can research, plan and deliver services cost-effectively.

For initial planning purposes, the following "customer segments" or groups of unincorporated areas that might share similar needs were identified:

- ***Unincorporated urban/suburban areas.*** These areas hold most of the population of the unincorporated areas, and the population density is greatest in these areas. Often, these areas have strong civic identities and are mixed use -- residential, business, industrial, etc. Significant issues affecting these areas involve:
  - ▶ Quality of life, such as the need for housing, health care, libraries, municipal parks, community services, specialty services (youth, aged, handicapped), and safety, including policing for anti-gang initiatives and residential security
  - ▶ Growth planning to avoid housing shortages and industrial blight
  - ▶ Transit operations to avoid pollution; serve local retailing, business, and industrial communities; and connect to more dense employment areas.

The areas also support a wider range of commercial enterprises than other segments, including heavy industry, medical centers, business parks, light industry, and small businesses. In older areas, retention, maintenance, and rehabilitation of factories, shopping areas, and light industrial areas require increased attention.

Examples of urban/suburban areas are East Los Angeles, South Whittier, Florence, Firestone, Walnut Park, Baldwin Hills, East Compton, Lennox, Hacienda Heights, Marina del Rey, Altadena, Avocado Heights, Bassett, Valinda, Rowland Heights, and Valencia.

- ***Unincorporated "exurb" areas.*** These areas are most concerned about controlling development and maintaining open space -- preserving the essence of their differences from the urban or suburban groups. Population density is targeted to remain low. Of greater concern to these areas is fire and wild fire patrolling, policing for drug cultivation (although gang activity is spreading to some of these areas), and the availability of desired "urban" amenities, especially parks, libraries, and transportation. Although residents are interested in adequate municipal services, there is less interest in some municipal infrastructures because of concern about the growth inducing impact. (Note: The term exurb refers to the desire not to be urban; these areas were never urban centers.)

Examples of exurb areas are Agoura, Malibu Highlands, Topanga, West Chatsworth, and Kinneola Mesa.

- ***Unincorporated rural areas.*** These areas have more open space and less population density than "exurb" areas. They maintain an interest, however, in the full range of municipal services, including parks, libraries, fire and wild fire patrolling, policing for drug cultivation, etc.

Examples of rural areas are San Clemente Island, Castaic, Gorman, Quartz Hill, and Wrightwood.

- **Unincorporated "island" areas.** Unique areas of small, unincorporated land masses have been created, often as a result of incorporations or annexations. They have a variety of uses, including housing and special County facilities, and may be the result of deliberate gerrymandering by adjacent communities. Some appear as map anomalies. They are inherently difficult to provide services to, as they often involve sending staff across neighboring cities to respond to community needs.

Examples of "islands" are Bandini, East Azusa, Citrus, North Claremont, South Monrovia, West Arcadia, and West Pomona.

- **Special purpose areas (low priority for municipal services strategic planning purposes).** Because almost all population resides in one of the above segments, this Strategic Plan focuses on them and not on those unincorporated special purpose areas, such as governmental areas (e.g., Edwards Air Force Base, Veterans Administration); entertainment centers (e.g., Universal Studios.); special districts (e.g., water or sewage treatment areas); parklands (e.g., Whittier Narrows Recreation Area, Franklin Canyon, Los Cerritos Wetlands); or uninhabited rural areas (e.g., mountains, deserts, and ranges, including national forests).

Appendix B lists unincorporated areas by customer segment, Supervisorial District, and Sheriff substation. The table below highlights the estimated number of unincorporated areas, by customer segment:

Unincorporated Customer Segment Type	Approximate Number of Areas	Percent of Unincorporated Areas
Urban/Suburban Area	46	39%
Populated "Exurb" Area	19	16%
Rural Areas	39	33%
"Island" Areas	9	7%
Special Purpose Areas	6	5%

Note: Some of the smaller unincorporated islands and communities are combined so the total number of communities is less than 137 unincorporated areas.

With time, the unincorporated areas may move from one customer segment to another. For example, Lancaster and Santa Clarita were rural 20 years ago and today are urban/suburban in nature.

As County departments collaboratively develop strategies for delivering municipal services to the different customer segments, the segments can be further tailored to meet the needs of specific communities by developing sub-groups based on such factors as: density, primary languages spoken, ethnic diversity, accessibility, or socio-economic levels. Although the quality of County municipal services should remain the same, the services provided, service levels, and service delivery strategies may vary, based on type of customer segment.



## MUNICIPAL SERVICES PROVIDED

The County of Los Angeles provides a wide range of municipal services, which the County is legally obligated to either deliver itself or ensure some other entity (e.g., special districts) delivers to unincorporated areas. On the basis of input from the strategic planning participants, the following municipal services were identified as essential or core services:

- ☐ General law enforcement
- ☐ Planning and zoning
- ☐ Paramedic and emergency medical services
- ☐ Fire services
- ☐ Streets and roadways
- ☐ Public library services
- ☐ Municipal parks and recreation
- ☐ Water and sewer systems (in selected areas)
- ☐ Animal control and care services
- ☐ Building planning, examination, permits, and inspection
- ☐ Commercial and industrial waste removal
- ☐ Residential sanitation collection
- ☐ Code enforcement
- ☐ Environmental health
- ☐ Traffic controls (signs, signals, etc.) and lighting.

Currently, municipal services are largely provided independently of one another. Coordination occurs primarily through three mechanisms:

- ☐ Multi-departmental teams are pulled together to address a special purpose, such as Nuisance Abatement Teams, which focus on code enforcement.
- ☐ County departments providing municipal services are brought together in a physical facility, such as the South Whittier Resource Center, which includes both County regional services providers and State and community groups.
- ☐ The Office of UAS facilitates communication among the County departments regarding service delivery issues, providing facilitation, research, and assistance in resolving identified problems.

Examples of County services, which are traditionally municipal, regional, or fiscal in nature, are:

### *Examples of municipal services for County residents in unincorporated areas:*

- ☐ Animal control and animal shelter services
- ☐ Local community parks and recreation
- ☐ Public library services
- ☐ Planning and zoning, including:
  - Community development
  - Economic development
  - Housing
  - Community and senior services
  - Coastal development (Note: State-mandated)
- ☐ Public works services such as:
  - Permitting of industrial waste facilities and underground tanks
  - Building plan examination, permits, and inspection
  - Residential sanitation collection

- ▶ Water and sewer system (in selected areas)
- ▶ County surveyor
- ▶ Community improvement district processing
- ▶ Streets and roadways
- ▶ Traffic controls (signs, signals, etc.) and lighting
- ▶ Local transit services (e.g., Dial-a-Ride)
- ☐ Mapping services \*
- ☐ Code enforcement
- ☐ Local disaster plans
- ☐ Weed abatement
- ☐ Business licenses
- ☐ Cable TV
- ☐ Telecommunications
- ☐ Municipal art \*
- ☐ Fire services
- ☐ Paramedic and emergency services
- ☐ Community-Oriented Police and Services (COPS) program
- ☐ General law enforcement (Note: The California Highway Patrol is in charge of traffic.)
- ☐ Supervisorial field offices and staff assistance
- ☐ Information dissemination and directories about County services \*

*Examples of regional services for all County residents:*

- ☐ Health services and public health
- ☐ Environmental health
- ☐ Regional parks
- ☐ Children services
- ☐ Social services
- ☐ Housing
- ☐ Mental health
- ☐ Community and senior centers \*
- ☐ Museums, the arts, and cultural facilities \*
- ☐ Consumer protection
- ☐ Judicial services and the district attorney
- ☐ Jails
- ☐ Regional public works, including flood control and sewers (in selected areas)
- ☐ Mapping services \*
- ☐ County surveyor \*
- ☐ Beach maintenance and life guards
- ☐ Voter registration and records
- ☐ Agriculture
- ☐ Weights and measurements
- ☐ General aviation airports
- ☐ Disaster preparedness and response
- ☐ Solid waste planning
- ☐ Information dissemination and directories about County services \*

*Examples of County fiscal services:*

- ☐ Assessment
- ☐ Tax collection (property, business licenses, transient occupancy tax)
- ☐ County treasurer
- ☐ Liability and risk management

\* Note: Offered as both municipal and regional services. For example, community and senior centers are also located in the County's municipal



parks, operated by the Department of Parks and Recreation (DPR). The Department of Public Works (DPW) mapping and County surveyor services are delivered both as municipal services to unincorporated areas and as regional services.

Although some County departments almost exclusively deliver regional services, many are hybrids, delivering both regional and municipal services, such as Public Works, Sheriff, and Parks and Recreation. Some serve unincorporated communities and select cities which have chosen to contract with the County for certain services, such as Animal Care and Control and Regional Planning. Yet others are special districts with external revenues streams, such as Fire, Public Library, and the County Sanitation District.

## PLANNING ASSUMPTIONS

To establish a context for developing specific strategies to improve municipal services, the following planning assumptions underlie the balance of this Strategic Plan:

- The County will be in the municipal services arena for the next 10 to 20 years.
- The County's governance structure with a Board of Supervisors with both executive and legislative responsibilities will be the *modus operandi* for at least the next decade.
- The County will implement only incremental changes (i.e., no significant reforms) to the Civil Service System in the next three years.
- Capacity to compile and report information pertaining to unincorporated area services by Supervisorial District will be required.
- The population in the unincorporated areas will continue to grow and become denser, particularly in urban and suburban areas with expansion and spillovers to rural areas.
- Unincorporated areas have extremes in socio-economic levels, including well-to-do communities and concentrations of low income families, single parents, crowded housing, individuals with lower educational attainment, etc.
- Communities have different priorities for municipal services, depending on customer segment and family status, age, educational attainment, languages spoken, ethnicity, income, etc.
- Unincorporated areas have different options for their future, including:
  - Status quo
  - More or improved municipal services
  - Incorporation
  - Public-private sector partnerships
  - Annexation, particularly for some "islands."
- Historic funding sources will not diminish over the strategic planning period. Although the County may seek special funding, the Strategic Plan assumes that no significant new or increased sources of revenue will be identified. Moreover, the State will not officially recognize or financially support unincorporated areas within the next three years.



## PLANNING EXPECTATIONS

This Strategic Plan also expects that the County will adopt and implement the following management principles:

- The County will identify and implement "best practices" and performance measurements to insure collaboration in the planning for, delivery of, and evaluation of municipal services.
- The County requires a systematic, regular process to solicit meaningful input from unincorporated communities, regarding municipal services. (The current reliance on ad hoc surveys and issues raised to the Board of Supervisors is not comprehensive enough.)
- The County should periodically conduct "make vs. buy vs. sell" assessments regarding how municipal services, particularly in "island" areas, are delivered.
- In planning, implementing, and evaluating new strategies for municipal services, it is prudent because of budgetary constraints for the County to pilot a limited number of models to determine their effectiveness.
- County efforts to enhance services will lead to additional opportunities for further improvements, raised by both County departments and the public through raised expectations. Such raised expectations are a normal part of making continual improvements in any customer-focused service.
- The County Board of Supervisors will consider and discuss different allocation models for municipal services in unincorporated areas to meet specific areas of need. Different ways to track expenditures and revenues for municipal services will also be explored.

## MISSION AND VALUES

With input from the County departments providing municipal services, the following motto, mission, and values have been developed to direct the strategic efforts of the departments.

### **County Municipal Services Motto:** *People Serving People*

### **Municipal Services Mission**

*We will deliver quality, responsive and cost-effective municipal services, using collaborative approaches that respond to the unique neighborhood, business, individual, and family priorities of Los Angeles County's diverse unincorporated communities.*

### **Municipal Services Values**

We will accomplish our mission through the County values, which in the context of municipal service delivery to our unincorporated communities, will require:

- **Responsiveness** - We will be customer focused: we will be timely, proactive, and responsive to community priorities. We will be innovative and accessible in our service delivery systems to respond to unique community needs.
- **Professionalism** - We will develop strategic approaches for responding to our customers' needs, which include high quality municipal service delivery standards. As the principal provider of municipal services in unincorporated communities, we will strive to be known for excellence and outstanding performance.
- **Accountability and a "Can-Do" Attitude** - As the stewards of the taxpayers' monies, we will be both efficient and cost-effective in delivering municipal services that are competitive with the most effective neighboring cities. An increased awareness of accountability will promote greater collaboration across County departments, service delivery measurements, and continuous process improvement in our work methods.
- **Compassion and Respect for Diversity** - We will be sensitive, caring, and respectful of the unique characteristics, ethnicity, and priorities of the diverse unincorporated communities we serve. The strategic approaches will honor and include adequate flexibility to address the diversity of our unincorporated communities.
- **Integrity** - We will ensure that our work consistently meets our standards for quality and accountability.
- **Commitment** - We will work collaboratively and cooperatively across County departments to deliver responsive, quality municipal services. We will commit to fostering economic viability and enhanced quality of life in our unincorporated communities.



## STRATEGIC MODELS AND ACTION PLANS

During the strategic planning retreats, the participants initially explored approximately 15 different strategic planning models for improving municipal services in the unincorporated areas. These models included:

- Geographic models, such as the Strategic Planning Areas (SPAs) used in delivering health, mental, and social services
- Joint ventures, partnerships, committees, task forces, Councils of Governments (COGs), Joint Partnership Authority (JPAs), etc.
- Organizational models, including the Town Sheriff model, Town Council model, lead department models, and mini-city manager and mini-mayor models
- Civic center or facility models
- Management or business models, including "make/buy/sell/giveaway" service delivery scenarios, economic development, strategic planning for communities, targeted annexation to incorporated areas, and customer-driven models
- Service delivery and access models, including "one-stop shopping" or the delivery of services through new innovations, such as targeted use of technology
- Greater use of technology (e.g., E-government, Web Sites, Internet, etc.), building on the strategic planning efforts of the County's Chief Information Officer (CIO) and the Internal Services Department (ISD) for its Information Technology Service (ITS)

E-government provides a different means for collecting and disseminating government information, electronic commerce, improved communication, government services available 24-hours per day and 7 days per week, improved services while reducing service costs, desk top and kiosk applications for providing information and access to public services, a mobile society, etc.

These models were further debated and developed. On the basis of these discussions, specific Action Plans were developed for implementing strategic improvements, as highlighted in Exhibit I. Exhibit I also presents the County goals addressed, municipal service objectives, and Action Plans for implementing improvements, based on these models. Most of the Action Plans focus on improving customer service with the associated fiscal, organizational effectiveness, and workforce excellence strategies for achieving better municipal services. Moreover, instead of technology being developed as a separate initiative, technological enhancements to improve customer service are interwoven throughout the Action Plans.

Finally, several of the Action Plans require community surveys and input. Because this Plan is strategic or policy in nature, it has not been prescriptive on how best to solicit such input. Potential avenues are meetings with existing organizations (e.g., Town Councils, citizen advisory committees, community meetings with Board Offices, governmental task forces, community committees); public meetings (e.g., town hall meetings, public meetings); Board Office feedback; formal surveys (e.g., telephone, written, focus group surveys); community needs assessments; electronic solicitations (e.g., Internet, Web Sites, E-mail, Cable TV, hotlines, suggestion boxes); etc. As the Action Plans are implemented, the Office of UAS will need to determine the best approach to use in soliciting needed community input.

One of the key challenges is that the demand for services may exceed County resources. Therefore, the strategic use of available County resources is paramount. Moreover, the models and Action Plans must be flexible enough so that the County and its Office of UAS can make adjustments as they are implemented.

## NEXT STEPS

This Draft Strategic Plan requires the review, discussion, and debate of its proposed strategic directions by major stakeholders. Among these stakeholders or strategic planning audiences are:

- **Internal County Government constituencies:** The Board of Supervisors, department heads, managers, employees, unions, etc.
- **External audiences in the County of Los Angeles:** Federal, State, and local governmental agencies and municipalities; taxpayers and local residents; County partners; etc.

The initial step should be obtaining support of the strategic models and directions in concept. Once finalized and adopted by the Board of Supervisors, the Strategic Plan must be viewed as a living document. As the implementation process proceeds, Action Plans will be refined, expanded, and adjusted based on experiences gained. This is part of instilling a "learning and growing" work culture in the County.

The Office of UAS will have to assume a lead role in monitoring progress in achieving the Strategic Plan, coordinating performance across functions, and ensuring effective communication of the Strategic Plan throughout the County. Moreover, next steps involve linking this Strategic Plan to other County plans, including the budgeting process.



EXHIBIT I

COUNTY OF LOS ANGELES:  
GOALS, OBJECTIVES, AND ACTION PLANS FOR  
DELIVERING MUNICIPAL SERVICES TO UNINCORPORATED AREAS

**Action Plan A - Civic Center Facility Model:** County municipal services are assembled into a single facility or campus setting. County departments housed in the Civic Center work collaboratively as a joint venture to increase the convenience and speed of services under a single Civic Center manager, who is accountable for service levels and overall outcomes at the Civic Center. The housed departments cooperate in establishing policies and procedures that minimize the duplication of paperwork and sequential visits required of customers. Services are further enhanced by technology, particularly for departments that cannot maintain a full-time presence at the Civic Center. Non-profit organizations may be included in the joint ventures and as tenants.

- Supportive of County Goals:** ☐ **Service Excellence** to provide convenient services within available resources  
☐ **Fiscal Responsibility** to invest in public infrastructure  
☐ **Organizational Effectiveness** to collaborate across functional and jurisdictional boundaries

- Objective A1:** Pilot at least one Civic Center facility model in an unincorporated area of Los Angeles County in FY 2004-2005. \*
- Objective A2:** Determine if the Civic Center facility model in an unincorporated area of Los Angeles County can significantly improve customer satisfaction levels of municipal services in FY 2005-2006. \*
- Objective A3:** Determine if the Civic Center facility model for municipal services can be replicated in other unincorporated areas of Los Angeles County in FY 2005-2006. \*

\* Note: Dates are subject to change based on actual progress of the capital project.

	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
1.	Designate East Los Angeles as the site for the pilot project for a Civic Center facility model. For East Los Angeles the model will consist of a single building which will serve as the "City Hall" building. For future projects, the model may consist of a single building, a facility complex with a campus atmosphere, or another facility concept.	<ul style="list-style-type: none"> <li>Office of the CAO:               <ul style="list-style-type: none"> <li>Office of UAS</li> <li>Asset Management</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> </ul>	April 2001
2.	Implement a facility planning process: <ul style="list-style-type: none"> <li>Prepare facility needs assessment</li> <li>Complete feasibility analysis</li> <li>Recommend space acquisition strategy (e.g., lease, purchase, remodel)</li> <li>Implement acquisition strategy.</li> </ul> (These steps have already been taken for East Los Angeles.)	<ul style="list-style-type: none"> <li>Office of the CAO: Asset Management               <ul style="list-style-type: none"> <li>DPW, Project Management</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Office of UAS               <ul style="list-style-type: none"> <li>County departments involved in delivering site-based municipal services</li> <li>Architect involved with project</li> </ul> </li> </ul>	Done for East Los Angeles
3.	Validate community support for using the civic center model within the affected communities and survey them to: <ul style="list-style-type: none"> <li>Obtain baseline levels of customer satisfaction</li> <li>Determine what are the preferred municipal services to be co-located. Include in the survey representatives from the community residents, businesses, non-profit organizations, other governmental agencies, etc.</li> </ul> (An initial survey has already been conducted in East Los Angeles and should be used for the implementation of the model in this community.)	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> </ul>	Done for East Los Angeles
4.	Form a Community Focus Group(s). The Community Focus Group(s) that are formed can be continuously involved in the planning process. (For East Los Angeles, at least one Focus Group meeting will be for the Architect/Designer to meet with the building tenants and community residents.)	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>County departments involved in delivering site-based municipal services</li> <li>Focus Group(s)</li> </ul>	During design phase
5.	Work with the Community Focus Group(s) and involved County departments to obtain agreement on what services should be housed in the facilities, based on community input. Refine and finalize the outlined services. Assess preliminary cost implications.	<ul style="list-style-type: none"> <li>Office of the CAO:               <ul style="list-style-type: none"> <li>Office of UAS</li> <li>Asset Management</li> <li>DPW, Project Management</li> <li>Regional Planning</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Other County departments involved in delivering site-based municipal services</li> <li>Budget and Operations Management</li> <li>Focus Group(s)</li> </ul>	In progress; and to continue during design phase



	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
6.	Develop a Civic Center operating model, including scope of duties, method of selecting a manager to coordinate Customer Service at the City Hall building, identification of any enhancements required in organizational and workforce effectiveness, etc.	■ Office of UAS	<ul style="list-style-type: none"> <li>■ Board Offices</li> <li>■ County departments involved in delivering site-based municipal services</li> <li>■ Focus Group(s)</li> </ul>	During building design phase
7.	Identify performance measurements of success to be monitored, such as decreased cycle times, business process efficiencies, faster and more comprehensive services to citizens, elimination of procedural "dead ends," increased customer satisfaction, faster identification and resolution of conflicting procedures, increased responsiveness to community needs, etc. Define cost factors.	■ Office of UAS	<ul style="list-style-type: none"> <li>■ Board Offices</li> <li>■ County departments involved in delivering site-based municipal services</li> <li>■ Focus Group(s)</li> </ul>	During building design phase
8.	If needed, obtain funding for staffing the complex.	<ul style="list-style-type: none"> <li>■ Office of CAO;</li> <li>• Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>■ Office of CAO</li> <li>• Budget and Operations Management</li> <li>■ Board Offices</li> </ul>	By the July before facility completion
9.	Establish formal working relationships (e.g., a joint venture or a Memorandum of Understanding (MOU), Letter of Agreement among departments, etc.) on all issues. The formal working relationships should include training on team work, collaboration and customer service.	■ Office of UAS	<ul style="list-style-type: none"> <li>■ County departments involved in delivering site-based municipal services.</li> </ul>	By the July before facility completion
10.	Appoint manager referred to in Step 5 above and implement the pilot facility complex model, including any enhancements required in organizational and workforce effectiveness – both County Strategies.	■ Office of UAS	<ul style="list-style-type: none"> <li>■ County departments involved in delivering site-based municipal services</li> </ul>	2 months before facility completion
11.	Evaluate the East Los Angeles pilot project and fine tune. Survey the involved community and customers.	■ Office of UAS	<ul style="list-style-type: none"> <li>■ Board Offices</li> <li>■ County departments involved in delivering site-based municipal services</li> </ul>	1 year after the Civic Center is operational

	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
12.	If the community and customer feedback is positive, identify at least 3 densely populated "urban/suburban" communities as potential candidates for replicating the pilot.	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> <li>County departments involved in delivering site-based municipal services</li> </ul>	18 months after the Civic Center is operational

\* Note: Dates are subject to change based on actual progress of the capital project.



**Action Plan B - "Make-Buy-Sell-Annex" for Unincorporated "Islands"<sup>1</sup> Model:** The County determines whether it is most effective to provide services internally or through others, or to expand its services to include more surrounding communities to create a critical mass. If the services could be provided more cost-effectively by others, especially surrounding incorporated areas, the County would negotiate contracts for those services. The heart of this analysis is service costs, particularly if the same or better services can be delivered at lower costs.

In mature communities that have a distinct identity and want to become a City, the County might present such options as incorporating with full local provision of services, contracting with the County or another city for services, etc. Others may choose to remain unincorporated with enhanced services. Yet others may want to be annexed to existing cities. The County remains a flexible service provider, committed to meeting community needs.

**Supportive of County Goals:**

- ☐ **Service Excellence** to design seamless "one County" service delivery systems within available resources and evaluate services based on results
- ☐ **Fiscal Responsibility** to manage effectively the resources we have and increase public-private partnerships
- ☐ **Organizational Effectiveness** to collaborate across functional and jurisdictional boundaries

**Objective B1:** Optimize municipal services by analyzing the cost-effectiveness of at least three candidate islands and make recommendations to the Board of Supervisors by the end of FY 2001-2002.

**Objective B2:** Implement the recommended island strategies by the end of FY 2002-2003.

	ACTION STEPS	LEAD FACILITATOR	COLLABORATING PARTICIPANTS	TIMING
1.	Determine what municipal services are provided and the associated cost of the services in the San Gabriel Valley islands, listed in Appendix B.	■ Office of UAS	■ County departments involved in delivering municipal services to the selected islands	In progress; August 2001
2.	Adopt a County policy on annexation and sphere of influence.	■ Office of UAS	■ County departments involved in delivering municipal services to the selected islands	September 2001

<sup>1</sup> Unique areas of small, unincorporated land masses have been created, often as a result of incorporations or annexations. They have a variety of uses, including housing and special County facilities, and may be the result of deliberate gerrymandering by adjacent communities. Some appear as map anomalies. They are inherently difficult to provide services to, as they often involve sending staff across neighboring cities to respond to community needs.

	ACTION STEPS	LEAD FACILITATOR	COLLABORATING PARTICIPANTS	TIMING
3.	Apply cost analysis to each of the targeted islands, considering different alternatives of: make (i.e., continue same level of services), buy (contract with other cities), sell, (offer contracts to other nearby cities), incorporate, annex, etc.	■ Office of UAS	■ County departments involved in delivering municipal services to the selected islands	October 2001
4.	Obtain baseline levels of customer satisfaction for selected islands. Solicit community and city input, regarding challenges and options for each island.	■ Office of UAS	■ Board Offices ■ County departments involved in delivering municipal services to the selected islands	April 2002
5.	Set priorities and design appropriate strategies for each of the islands.	■ Office of UAS	■ Board Offices ■ County departments involved in delivering municipal services to the selected islands	June 2002
6.	Establish target levels for customer satisfaction for measurements established in Step 4, as well as other key outcome measurements.	■ Office of UAS	■ Board Offices ■ County departments involved in delivering municipal services to the selected islands	June 2002
7.	Obtain Board of Supervisors' endorsements of proposed strategies for the selected islands.	■ Office of UAS	■ Board Offices	July 2002
8.	If needed, obtain funding.	■ Office of CAO: ■ Office of UAS	■ Office of CAO: • Budget and Operations Management ■ Board Offices	July 2002
9.	Establish a timeline for those strategies endorsed by the Board to implement the preferred strategies for the selected islands. The preferred strategy may require specific enhancements in organizational and workforce effectiveness – both County Strategies	■ Office of UAS	■ Board Offices	August 2002



	ACTION STEPS	LEAD FACILITATOR	COLLABORATING PARTICIPANTS	TIMING
10.	Implement the strategy, including any enhancements required in organizational and workforce effectiveness – both County Strategies.	■ Office of UAS	■ Board Offices	January 2003
11.	Apply the analysis to other small unincorporated areas to determine optimal options.	■ Office of UAS	■ Board Offices	July 2004

**Action Plan C - Access Model:** The County establishes a variety of communications mechanisms to increase access for communities in the County of Los Angeles. Some of these mechanisms include:

- ☐ Toll free telephone numbers (e.g., Help Line and Report Line)
- ☐ Community activity guides and directories
- ☐ Web Sites, including expansion and customization to specific communities
- ☐ Cable TV

**Supportive of County Goals:** ☐ **Service Excellence** to design seamless "one County" service delivery systems and evaluate services based on results

**Objective C1:** Increase community residents' access to needed municipal services and information by expanding at least 3 communication modalities (e.g., toll free telephone numbers, guides and directories, Internet/Intranet, or Web Sites) by January 2003.

	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
1.	<b>Toll free numbers:</b> <ul style="list-style-type: none"> <li>■ Expand the marketing of the Help Line to all unincorporated areas.</li> <li>■ Evaluate the use of one versus two numbers for the Help Line and Report Line.</li> </ul>	<ul style="list-style-type: none"> <li>■ Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>■ DPSS</li> <li>■ Board Offices</li> </ul>	In progress; October 2001
2.	<b>Community activity guides and directories:</b> <ul style="list-style-type: none"> <li>■ Develop a plan to expand activity guides and directories to other unincorporated communities.</li> <li>■ Develop an advertising strategy for soliciting outside revenues to cover costs.</li> <li>■ Develop a process for receiving information for future guides and directories.</li> </ul>	<ul style="list-style-type: none"> <li>■ Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>■ Participating County departments</li> <li>■ Board Offices</li> </ul>	<ul style="list-style-type: none"> <li>■ In progress</li> <li>■ In progress</li> <li>■ February 2002</li> </ul>
3.	<b>Web Sites:</b> <ul style="list-style-type: none"> <li>■ Develop a generic community Web Site, which includes applications that will permit County departments to post municipal services information.</li> <li>■ Once refined, select 6 communities to customize the Web Site to those communities.</li> </ul>	<ul style="list-style-type: none"> <li>■ Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>■ CIO</li> <li>■ Public Information Officer</li> </ul>	In progress; July 2001
4.	<b>Cable TV:</b> <ul style="list-style-type: none"> <li>■ Contact the cable TV providers in unincorporated areas to introduce County needs in unincorporated areas and to identify potential opportunities to collaborate.</li> </ul>	<ul style="list-style-type: none"> <li>■ Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>■ Consumer Affairs</li> </ul>	August 2001



	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
5.	<b>Kiosks:</b> <ul style="list-style-type: none"> <li>■ Evaluate the feasibility of placing kiosks in unincorporated areas.</li> </ul>	<ul style="list-style-type: none"> <li>■ Office of UAS</li> <li>■ Chief Information Officer (CIO)</li> </ul>	<ul style="list-style-type: none"> <li>■ Department of Parks and Recreation</li> <li>■ Libraries</li> <li>■ Other public facilities</li> </ul>	September 2001
6.	Identify potential other entities that may assume a leadership role in providing the designed and implemented communication modalities.	<ul style="list-style-type: none"> <li>■ Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>■ Board Offices</li> <li>■ Affected County departments</li> </ul>	October 2002
7.	Evaluate effectiveness of marketing and access tools, emerging technologies, new marketing requirements, etc. Make necessary refinements and implement.	<ul style="list-style-type: none"> <li>■ Office of UAS</li> <li>■ CIO</li> </ul>	<ul style="list-style-type: none"> <li>■ All County departments</li> </ul>	December 2001, then ongoing
8.	If needed, obtain funding to implement any of the plans that are developed (i.e community activity guides and directories, web sites, cable TV, and kiosks).	<ul style="list-style-type: none"> <li>■ Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>■ All affected County departments</li> <li>■ Budget and Operations Management</li> </ul>	July 2002

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**Action Plan D - Strategic Service Area and Lead Department Models:** The County identifies service needs by customer segments and customizes service packages to meet them. County departments enter into a joint venture to provide services, combining functions to make the best use of staff assigned to the area. Joint ventures could involve County agencies as well as Councils of Government (COGs) and non-profit organizations. The County makes extensive use of technology (e.g., computer terminals at libraries or mobile units, kiosks, call centers, Web Sites) to extend services where few permanent facilities exist. If justified, small local facilities might be established to provide convenient community service centers. In some instances, a lead department may be appointed for an unincorporated area. This model builds upon the County's efforts already in place with the Town Sheriff model, task forces, Nuisance Abatement Teams, etc.

**Supportive of County Goals:**

- ☐ **Service Excellence** to design seamless "one County" service delivery systems within available resources and evaluate services based on results
- ☐ **Organizational Effectiveness** to implement strategic management processes, improve internal operations, and collaborate across functional and jurisdictional boundaries

**Objective D1:** Implement a service strategic area in at least one urban or exurb community by the end of FY 2002-2003.

	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
1.	Identify community service needs in at least 5 urban or exurb areas.	■ Office of UAS	■ Board Offices ■ County departments involved in delivering municipal services	September 2001
2.	Survey the target communities to obtain baseline levels of customer satisfaction.	■ Office of UAS	■ Board Offices ■ County departments involved in delivering municipal services	December 2001
3.	Perform a "gap analysis" of services provided versus services needed.	■ Office of UAS	■ County departments involved in delivering municipal services	January 2002
4.	Develop a strategy to close the gap for at least 1 urban or exurb area through the use of technology and the integration of services via a lead department model, Nuisance Abatement Team, the Town Sheriff model, etc.	■ Office of UAS	■ County departments involved in delivering municipal services ■ CIO ■ ITS in ISD	April 2002
5.	Identify performance measurements of success to be monitored. Define cost factors.	■ Office of UAS ■ Lead Department	■ Board Offices	July 2002



	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
6.	Pick a lead County department or, if appropriate, a County departmental team. Establish formal working relationship (e.g., a joint venture or a Memorandum of Understanding (MOU). Letter of Agreement among departments, etc.).	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> <li>County departments involved in delivering municipal services</li> </ul>	September 2002
7.	If needed, obtain funding.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>Lead Department</li> </ul>	<ul style="list-style-type: none"> <li>Office of CAO</li> <li>Board Offices</li> </ul>	FY 2002-2003
8.	Implement the pilot program, including any enhancements required in organizational and workforce effectiveness – both County Strategies.	<ul style="list-style-type: none"> <li>Lead Department</li> </ul>	<ul style="list-style-type: none"> <li>County departments involved in delivering municipal services</li> </ul>	December 2002
9.	Evaluate the pilot project and fine-tune it.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>Lead Department</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> <li>County departments involved in delivering municipal services</li> </ul>	December 2003
10.	Survey the involved community. If the feedback is positive, identify the next candidate communities if any.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>Lead Department</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> <li>County departments involved in delivering municipal services</li> </ul>	April 2004

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**Action Plan E - Economic Development and Revitalization Model:** This model applies the community redevelopment agency concepts and municipal economic development, strategies, initiatives, and programs to County unincorporated communities.

**Supportive of County Goals:** ☐ **Service Excellence** to design seamless "one County" service delivery systems within available resources and evaluate services based on results  
☐ **Fiscal Responsibility** to manage effectively the resources we have and increase public-private partnerships

**Objective E1:** Define the County's Policy relative to economic development in unincorporated communities by September 2001.

**Objective E2:** Develop and implement a program to pilot the Policy in one to three target unincorporated communities by June 2004.

	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
1.	Develop a draft County Policy on economic development and revitalization strategies (including partnerships with other public entities, such as the City of Los Angeles or neighboring community colleges) for unincorporated areas.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>CDC</li> </ul>	<ul style="list-style-type: none"> <li>E&amp;E Commission</li> </ul>	September 2001
2.	Review the draft County Policy with Board Offices and secure Board approval of the Policy.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>CDC</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> <li>E&amp;E Commission</li> </ul>	January 2002
3.	Develop strategies for implementing the Board Policy in unincorporated areas.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>CDC</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> </ul>	May 2002
4.	Identify 1 to 3 unincorporated communities in which to implement the Policy on economic development and revitalization and receive Board approval of the communities.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>CDC</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> </ul>	July 2002
5.	Develop an Action Plan for implementing the strategy in the chosen community(ies).	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>CDC</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> </ul>	September 2002
6.	Secure community input on the Action Plan and refine as needed.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>CDC</li> </ul>	<ul style="list-style-type: none"> <li>Involved Board Offices</li> </ul>	January 2003
7.	If needed, obtain funding.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>CDC</li> </ul>	<ul style="list-style-type: none"> <li>Budget and Operations Management</li> </ul>	FY 2002-2003
8.	Initiate implementation of the Action Plan in the selected community(ies), including the formation of a community stakeholders committee(s) to guide the implementation.	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>Involved Board Offices</li> <li>CDC</li> <li>Other involved County departments</li> </ul>	March 2003



	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
9.	Report to the Board on the status and success of the implementation of the Action Plan, including an evaluation of the effectiveness of the County Policy and implementation process.	<ul style="list-style-type: none"> <li>■ Office of UAS</li> <li>■ CDC</li> </ul>	<ul style="list-style-type: none"> <li>■ Board Offices</li> <li>■ E&amp;E Commission</li> <li>■ Involved County departments</li> </ul>	June 2004
10.	Evaluate the feasibility of expanding the economic development and revitalization model to other communities.	<ul style="list-style-type: none"> <li>■ Office of UAS</li> <li>■ CDC</li> </ul>	<ul style="list-style-type: none"> <li>■ Board Offices</li> <li>■ E&amp;E Commission</li> <li>■ Involved County departments</li> </ul>	June 2005

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**Action Plan F - Emergency Management Planning for Unincorporated Areas/County Communities:** County unincorporated communities do not have formal community-specific emergency management plans or involvement on disaster management areas, committees, or task forces. To close this gap in critical community-based disaster planning and readiness, one community will be selected for purposes of piloting a partnership between the County and the community to establish a stakeholder group and prepare an emergency management plan responsive to the community's perceived emergency services needs. The plans will include pre-disaster education programs and post-disaster coordination which will strengthen the community's ability to withstand and recover from a disaster. The plan will be a model that can be used to implement emergency management plans in other unincorporated communities.

**Supportive of County Goals:**

- ☐ **Service Excellence** to design seamless "one County" service delivery systems within available resources
- ☐ **Fiscal Responsibility** to invest in public systems and infrastructure that promote disaster resistant County communities
- ☐ **Organizational Effectiveness** to collaborate across functional and jurisdictional boundaries

**Objective F1:** Determine appropriate community groups and other stakeholders that can band together as a planning task force for purposes of preparing with County assistance, the community's emergency management plans and sponsoring community education and training by November 2001.

**Objective F2:** Pilot preparation and implementation of an emergency management plan for one unincorporated community by July 2003.

**Objective F3:** Determine the method of including the unincorporated community in the planning and communications systems of the Operational Area<sup>2</sup> by July 2003.

**Objective F4:** Expand the model to other unincorporated County communities by 2004.

	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
1.	Select one unincorporated community to pilot preparation of an emergency management plan based on an evaluation of community interest to participate and disaster potential.	<ul style="list-style-type: none"> <li>■ Office of the CAO: <ul style="list-style-type: none"> <li>• Office of UAS</li> <li>• OEM</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>■ Board Offices</li> <li>■ Sheriff</li> <li>■ Fire</li> <li>■ Public Works</li> <li>■ Regional Planning</li> </ul>	September 2001
2.	Identify appropriate community groups and other stakeholders to collaborate with County staff in the preparation of the plan.	<ul style="list-style-type: none"> <li>■ Office of the CAO: <ul style="list-style-type: none"> <li>• Office of UAS</li> <li>• OEM</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>■ Appropriate Board Office field deputies</li> <li>■ Sheriff</li> <li>■ Fire</li> <li>■ Regional Planning</li> <li>■ Public Works</li> <li>■ American Red Cross</li> </ul>	November 2001

<sup>2</sup>The Los Angeles County Operational Area includes county government and all cities and other local governments within County borders. This includes special districts like public school districts, sanitation districts, water districts, etc. The Operational Areas is part of the California Standardized Emergency Management System (SEMS) law passed in 1995. The County is the leader of the Operational Area.



	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
3.	Conduct a survey of best practices (cities with successful emergency plans) that can be used to shape plan development.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li> <ul style="list-style-type: none"> <li>OEM</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>CAO (UAS)</li> <li>Selected City Emergency Services Coordinators</li> <li>Disaster Management Area Coordinators</li> </ul>	October 2001
4.	Meet with appropriate county departments to assess services currently provided to the community.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li> <ul style="list-style-type: none"> <li>Office of UAS</li> <li>OEM</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Sheriff</li> <li>Fire</li> <li>Public Works</li> <li>Parks and Recreation</li> </ul>	January 2002
5.	Organize a community planning task force or committee and organize a series of meetings that include county departments, board deputies, identified community leadership groups, and other stakeholders to develop the emergency plan as well as a community education plan (The education plan may include preparation and distribution of a brochure on emergency preparedness to the community).	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li> <ul style="list-style-type: none"> <li>Office of UAS</li> <li>OEM</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Appropriate Board</li> <li>Office field deputies</li> <li>Sheriff</li> <li>Fire</li> <li>Regional Planning</li> <li>Public Works</li> <li>American Red Cross</li> </ul>	January 2003
6.	Prepare a draft plan, define roles and responsibilities, identify staff requirements and costs needed to support the plan, and conduct public hearings.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li> <ul style="list-style-type: none"> <li>Office of UAS</li> <li>OEM</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Appropriate Board</li> <li>Office field deputies</li> <li>Sheriff</li> <li>Fire</li> <li>Regional Planning</li> <li>Public Works</li> <li>Community Planning Task Force/Committee</li> </ul>	January 2003
7.	Coordinate the inclusion of possible funding in the budget process for impacted departments, as necessary.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li> <ul style="list-style-type: none"> <li>Office of UAS</li> <li>OEM</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Appropriate Board</li> <li>Office field deputies</li> <li>Sheriff</li> <li>Fire</li> <li>Regional Planning</li> <li>Public Works</li> </ul>	February 2003

	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
8.	Seek Board of Supervisor consideration and adoption of the plan.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li>Office of UAS</li> <li>OEM</li> </ul>	<ul style="list-style-type: none"> <li>Appropriate Board</li> <li>Office field deputies</li> <li>Sheriff</li> <li>Fire</li> <li>Regional Planning</li> <li>Public Works</li> </ul>	February 2003
9.	Establish structures to implement the plan, which should include a community oversight group, including county departments, and a defined system of communicating as part of the Operational Area.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li>Office of UAS</li> <li>OEM</li> </ul>	<ul style="list-style-type: none"> <li>Appropriate Board</li> <li>Office field deputies</li> <li>Sheriff</li> <li>Fire</li> <li>Regional Planning</li> <li>Public Works</li> </ul>	July 2003
10.	Conduct an exercise to test the plan.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li>OEM</li> </ul>	<ul style="list-style-type: none"> <li>Appropriate Board</li> <li>Office field deputies</li> <li>Sheriff</li> <li>Fire</li> <li>Regional Planning</li> <li>Public Works</li> <li>CAO (UAS)</li> </ul>	November 2003
11.	Evaluate and revise the plan as needed.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li>Office of UAS</li> <li>OEM</li> </ul>	<ul style="list-style-type: none"> <li>Sheriff</li> <li>Fire</li> <li>Regional Planning</li> <li>Public Works</li> </ul>	December 2003
12.	Select additional unincorporated communities for repeating the process of preparing community emergency management plans.	<ul style="list-style-type: none"> <li>Office of the CAO:</li> <li>Office of UAS</li> <li>OEM</li> </ul>	<ul style="list-style-type: none"> <li>Sheriff</li> <li>Fire</li> <li>Regional Planning</li> <li>Public Works</li> </ul>	March 2004

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**Action Plan G - Improvement of Management Processes by Accounting for Unincorporated Area Expenditures:** The County should continually identify opportunities for improving its management processes as a means for making the delivery of municipal services more effective and efficient. To start, two initiatives would be beneficial:

☐ **Service Delivery Measurements.** Basically, "What gets measured gets done." As indicated in the earlier part of this Strategic Plan, customer and fiscal goals and measurements should help define what organizational changes (or improvements), process improvements, employee training, and other improvements are needed to achieve the customer goals. The County will establish baseline municipal service delivery standards that are customer focused. Each year, the County develops strategies for continually improving its performance.

☐ **Municipal Services Cost Accounting.** The County will use cost accounting system to document and track municipal services costs.

**Supportive of County Goals:**

- ☐ **Service Excellence** to develop standards for user-friendly services within available resources, design seamless "one County" service delivery systems, and evaluate services based on results
- ☐ **Fiscal Responsibility** to manage effectively the resources we have
- ☐ **Organizational Effectiveness** to implement strategic management processes and improve internal operations
- ☐ **Workforce Excellence** to recruit, develop, and retain dedicated and productive employees

**Objective G1:** Define current municipal key service delivery standards or outcome measurements, by customer segment, by FY 2005-06.<sup>3</sup>

**Objective G2:** Develop a cost-accounting system for municipal services by FY 2005-06.<sup>3</sup>

	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
1.	Identify "best practices" in management approaches (e.g., report cards, balanced scorecards, key performance measurements, Government Accounting Standards Board (GASB) procedures, accounting) in other governmental agencies involved with municipal services.	<ul style="list-style-type: none"> <li>■ Office of UAS</li> <li>■ Auditor-Controller</li> </ul>	<ul style="list-style-type: none"> <li>■ CIO's Enterprise Resource Planning (ERP)</li> </ul>	July 2001

<sup>3</sup>Note: Dates are subject to change based upon implementation of Enterprise Resource Planning timeframes.

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	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
2.	Develop a "macro-analysis" of current costs for core municipal services <sup>4</sup> . This would entail selecting target communities and having the County departments involved in delivering municipal services gather current cost for core municipal services.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>Auditor-Controller</li> </ul>	<ul style="list-style-type: none"> <li>County departments involved in delivering municipal services</li> </ul>	October after the first fiscal year of data
3.	Document the current key service delivery standards within the County for core municipal services <sup>4</sup> . Standards should consider quality and responsiveness, service levels, delivery channel, packages of services, and customer satisfaction, by customer segmentation (e.g., urban/suburban, exurb, rural, etc.). Link to the County report cards in the departments.	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>County departments involved in delivering municipal services</li> </ul>	June 2001
4.	Obtain baseline levels of customer satisfaction against current County delivery standards.	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> <li>County departments involved in delivering municipal services</li> </ul>	December 2001
5.	Design an appropriate cost accounting process. Define performance measurements of success of the accounting system. Begin implementing the new system.	<ul style="list-style-type: none"> <li>Office of UAS</li> <li>Auditor-Controller</li> </ul>	<ul style="list-style-type: none"> <li>Board Offices</li> <li>CAO Budget Analysts</li> <li>County departments involved in delivering municipal services</li> </ul>	TBD, based on Action Step 2
6.	Develop targeted improvements to key service delivery standards, based on customer satisfaction input and data. Define preferred municipal service delivery standards. Identify any gaps between preferred and current service delivery standards.	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>County departments involved in delivering municipal services</li> </ul>	June 2002
7.	Develop a performance measurement system (e.g., report card, key service delivery standards, key performance measurements (KPIs), or outcome measurements for municipal services).	<ul style="list-style-type: none"> <li>Office of UAS</li> </ul>	<ul style="list-style-type: none"> <li>County departments involved in delivering municipal services</li> </ul>	June 2002

<sup>4</sup> Core municipal services include general law enforcement; planning and zoning; paramedic and emergency medical services; fire services; streets and roadways; public library services; municipal parks and recreation; water and sewer systems; animal control and animal services; commercial and industrial waste removal; residential sanitation collection; environmental health; traffic signals; and building planning, examination, permits, and inspection.



	ACTION STEPS	LEAD FACILITATORS	COLLABORATING PARTICIPANTS	TIMING
8.	Identify "best practices" in closing gaps in service delivery standards and customer satisfaction in other governmental agencies involved with municipal services.	■ Office of UAS	■ County departments involved in delivering municipal services ■ CIO's Enterprise Resource Planning (ERP)	December 2002
9.	Balance the County's ability to close the gaps (via training, new technology, streamlined work processes) against available funds. Set priorities for closing the gaps. Design a remedial plan, including needed training, in selected priority areas.	■ Office of UAS	■ County departments involved in delivering municipal services ■ CIO ■ ITS in ISD	April 2003
10.	If needed, obtain funding.	■ Office of UAS ■ Auditor-Controller	■ Office of CAO ■ Board Offices	July 2003
11.	Implement the remedial plan, including any enhancements required in organizational and workforce effectiveness – both County Strategies, to close gaps in priority service delivery standards.	■ Office of UAS	■ County departments involved in remediating priority municipal services	FY 2003-04
12.	Evaluate the municipal service delivery standards and cost accounting system. Fine tune as part of continuous process improvement.	■ Office of UAS ■ Auditor-Controller	■ Board Offices ■ County departments involved in delivering municipal services	FY 2004-05

**Action Plan H - Implementation of Strategic Plan and Related Action Plans:** The County strengthens the Office of UAS by establishing its formal role in providing policy, planning, and performance outcome assessment direction and oversight for municipal services in unincorporated areas. The Office of UAS facilitates the definition of agreed-to strategic directions, involves field deputies from Board Offices to discuss policies, incorporates County department expertise regarding operations, and monitors progress on joint efforts. In some instances, one or more departments may be designated as the lead departments for accountability for outcomes.

**Supportive of County Goals:** ☐ **Service Excellence** to design seamless "one County" service delivery systems within available resources and evaluate services based on results  
☐ **Fiscal Responsibility** to manage effectively the resources we have and increase public-private partnerships

**Objective H1:** Enhance the delivery of municipal services through a clearly defined role of policy-making, planning, and performance outcome assessment for the Office of UAS, using collaborative approaches with involved County departments and Board Offices, by the end of FY 2001-2002.

	ACTION STEPS	LEAD FACILITATOR	COLLABORATING PARTICIPANTS	TIMING
1.	Gain the adoption of the "Strategic Plan for Municipal Services in Unincorporated Areas" of the County of Los Angeles, including the objectives and proposed role for the Office of UAS.	■ Office of UAS	■ Board Offices and County departments involved in delivering municipal services	May 2001
2.	Link implementation effort for the "Strategic Plan for Municipal Services in Unincorporated Areas" with the County's implementation efforts for the County-wide Strategic Plan.	■ Office of UAS	■ Affected County departments	Ongoing
3.	Communicate the adopted "Strategic Plan" throughout the County, focusing on the involved departments.	■ Office of UAS	n/a	August 2001
4.	Facilitate monthly meetings with the deputies involved with municipal services in the Board Offices.	■ Office of UAS	■ Board Offices	December 2000; then ongoing
5.	Facilitate monthly meetings with County department heads involved with municipal services.	■ Office of UAS	■ County departments involved in delivering municipal services	In progress
6.	Develop and distribute map of Unincorporated Areas.	■ Office of UAS ■ Regional Planning	■ Affected County departments	March 2002



	ACTION STEPS	LEAD FACILITATOR	COLLABORATING PARTICIPANTS	TIMING
7.	Monitor progress of the implementation of the Strategic Plan, including the effectiveness of the pilot projects and the viability of replicating the pilot projects in other parts of the County. Prepare an annual report to the Board of Supervisors on progress to date.	■ Office of UAS	■ County departments involved in implementing portions of the Strategic Plan	May of every year; ongoing
8.	Update and refine the Strategic Plan annually. Design and coordinate future pilot programs for improving municipal services and improving collaboration across County departments.	■ Office of UAS	■ County departments involved in delivering municipal services	May of every year; ongoing
9.	Conduct an annual satisfaction survey of Board Offices and County departments that interface with the Office of UAS.	■ Office of UAS	■ Board Office and County departments involved in delivering municipal services	June 2001; then annually
10.	If needed, obtain funding to conduct an annual community survey of customer satisfaction. A stratified sampling plan could be designed where different segments of the community are surveyed each year to ensure coverage every 5 years.	■ Office of UAS	■ Office of CAO and Board Offices	FY 2001-2002
11.	Conduct the annual community survey of customer satisfaction.	■ Office of UAS	■ Board Office and County departments involved in delivering municipal services	May 2002; then ongoing

**APPENDIX A:**

**BACKGROUND TO  
THE STRATEGIC PLANNING PROCESS FOR  
DELIVERING MUNICIPAL SERVICES TO  
UNINCORPORATED SERVICE AREAS**



# **APPENDIX A:**

## **BACKGROUND TO THE STRATEGIC PLANNING PROCESS FOR DELIVERING MUNICIPAL SERVICES TO UNINCORPORATED SERVICE AREAS**

This Appendix presents background information to the strategic planning effort, including Fiscal Year (FY) 2001-2002 estimated expenditures for municipal services and external and internal trends and challenges.

### **ECONOMY AND EFFICIENCY (E&E) REPORT**

In July 1996, E&E Commission issued a report that identified issues in the provision of municipal services to the unincorporated areas. The report included the following key recommendations:

- ☐ Develop a Municipal Service Delivery Policy for unincorporated urban areas within the County, including a revised County policy regarding unincorporated "islands"
- ☐ Ensure that taxpayers are viewed as valued customers
- ☐ Facilitate the ability of local organizations, taxpayers, and residents to provide input to the budgetary process
- ☐ Establish a separate budget for municipal services
- ☐ Develop reporting systems for the outcome-based performance measurement of municipal services being provided
- ☐ Provide ongoing efforts toward the improvement of municipal service delivery, such as the increased use of alternative delivery strategies for municipal services.

### **OFFICE OF UNINCORPORATED AREA SERVICES (UAS) AND SPECIAL PROJECTS**

In a parallel effort, the Los Angeles County Board of Supervisors increased the attention it paid to services provided to the unincorporated areas, spearheading increased funding and better-coordinated activities. To address these issues and provide a focal point to the provision of services to the residents of unincorporated areas, the County established and staffed an Office of Unincorporated Area Services (UAS) in 1998. Since then, the Office of UAS has been expanded to include County special projects, such as strategic planning.

## STRATEGIC PLANNING EFFORTS FOR MUNICIPAL SERVICES FOR UNINCORPORATED AREAS

In June 2000, the Office of UAS issued a Request for Proposal (RFP) to develop a strategic plan for providing municipal services to the County's unincorporated areas. The purpose of the effort was to:

- Reinforce a single-County focus on municipal services for unincorporated areas
- Focus on a limited number of high-priority, County-wide Goals
- Pilot some new models for delivering municipal services to unincorporated areas
- Instill in County employees "expected behaviors critical to our success"
- Align priorities, resources, and outcomes with the County budgeting process.

After a competitive bid process, the Office of the Chief Administrative Officer (CAO) contracted with KH Consulting Group (KH) of Los Angeles to facilitate such a process.

During the course of the strategic planning process, KH reviewed various County planning-related documents such as an Office of UAS survey of County departments, County census and trend data, and prior relevant reports, including the E&E Commission Study (July 1996); interviewed various department heads and managers, CAO executives, Board of Supervisors representatives, and commission representatives; designed and facilitated two all-day strategic planning retreats with more than 50 participants; and met with various stakeholders to prepare this Strategic Plan.

Exhibit A-1 displays the strategic planning model used in this effort.

### ESTIMATED MUNICIPAL SERVICES EXPENDITURES

During the 1990s, funding sources were constrained throughout California. Expenditures for these services are estimated to reach approximately \$699.5 million for FY 2001-2002, as shown in Exhibit A-2. The major expenditures are for: Public Works (45.2%), Fire and Lifeguards (21%), Sheriff (18.7%), Parks (8.7%), Libraries (3.2%), Regional Planning (1.7%), and Animal Care (1.1%). All others are less than 1 percent.<sup>2</sup> During the upcoming fiscal years, these expenditures are expected to increase.

## TRENDS AND CHALLENGES

This section highlights the external and internal trends, including the major challenges and opportunities in improving municipal services to the County's unincorporated areas.

## EXTERNAL TRENDS IN THE UNINCORPORATED AREAS

Current external trends indicate that people will seek affordable housing in remote areas and surrounding counties. Physical constraints will eventually limit the spread of suburbs, causing increased density in the inner urban areas. The middle-income segment will continue to shrink. In the unincorporated areas, 40% of the households are currently categorized as lower income (i.e., less than 80% of the median income). In 1990, 27% of the households were headed by females, compared with 8% Countywide. (Note: Female headed households are six times more

<sup>2</sup> Source: County of Los Angeles, 2001-02 Proposed Budget, Submitted to the Board of Supervisors, Volume One, April 2001.



likely to be in poverty.) Identified special needs groups are the elderly (8%), disabled (8%), single parent households (37%), large families (30%), and a rising immigrant population.

Moreover, in the unincorporated areas, 20% of the housing units are reported to be over crowded, where there is more than one person per room. More than 200,000 people live in 40,000 garages. Approximately 35% of the students in the Los Angeles Unified School District have "limited English proficiency," which could adversely affect the availability of needed job skills during a growing economy. Although the County has added more than 80,000 new jobs in 1999, the second best performance in the 1990s, the number of jobs lost in the recession has still not been replaced.

Los Angeles County as a whole, and by extension the unincorporated areas, has a diverse population, which enriches the communities. The variety of cultures and languages will continue to grow, challenging the County to provide effective services. This diversified demographic trend also poses major challenges in providing municipal services to unincorporated areas because of variable density, diverse languages and ethnic groups, educational levels, a broad range of skill levels, and increasing demands for governmental services, especially health, child care, transportation, affordable housing, open space, and education. In some cultures, mistrust of government hampers the ability of the County to provide the services and to solicit regular input.

Also, in some instances, the citizens of unincorporated areas expect neighboring cities to provide some of these services, not recognizing the political boundaries. When the County does not establish partnerships with those cities, tensions arise between the cities and the County. These tensions are exacerbated by financial concerns. City boundaries were often established keeping in mind an optimal mix of industry, commerce, and residential properties, so that the tax base of the community was viable. In many instances, less financially viable areas have remained unincorporated. Many unincorporated areas have difficulty developing economic development plans and offering incentives to desirable industries. Consequently, unincorporated areas are at a disadvantage in generating revenues effectively. In times of relative prosperity, these financial issues are less critical. During economic downturns, services to unincorporated areas can suffer as do regional County services.

## INTERNAL COUNTY GOVERNMENT TRENDS

The County departments have been in the municipal service delivery business for years. Despite this, Los Angeles County has lacked:

- A strategy for responding to unincorporated areas
- A formal structure to present and coordinate the municipal services it provides.
- The ability to solicit community input systematically to focus its efforts.

Without these guiding influences, services have been delivered unevenly at times. Compounding these difficulties is a County structure and culture that in the past has not rewarded or supported cooperation and collaboration among departments. In recent years, different, more cooperative values have begun to emerge. These values, however, have not been supported through procedural, structural, or organizational changes in a widespread manner.

Among the challenges for providing municipal services to unincorporated areas is the absence of an effective budgeting or cost accounting system that permits easy tracking of revenues and expenditures for these services. Exacerbating this is the lack of formal funding or recognition by the State of the County's role in municipal service delivery. Funds may be targeted for Countywide projects and programs rather than local needs.

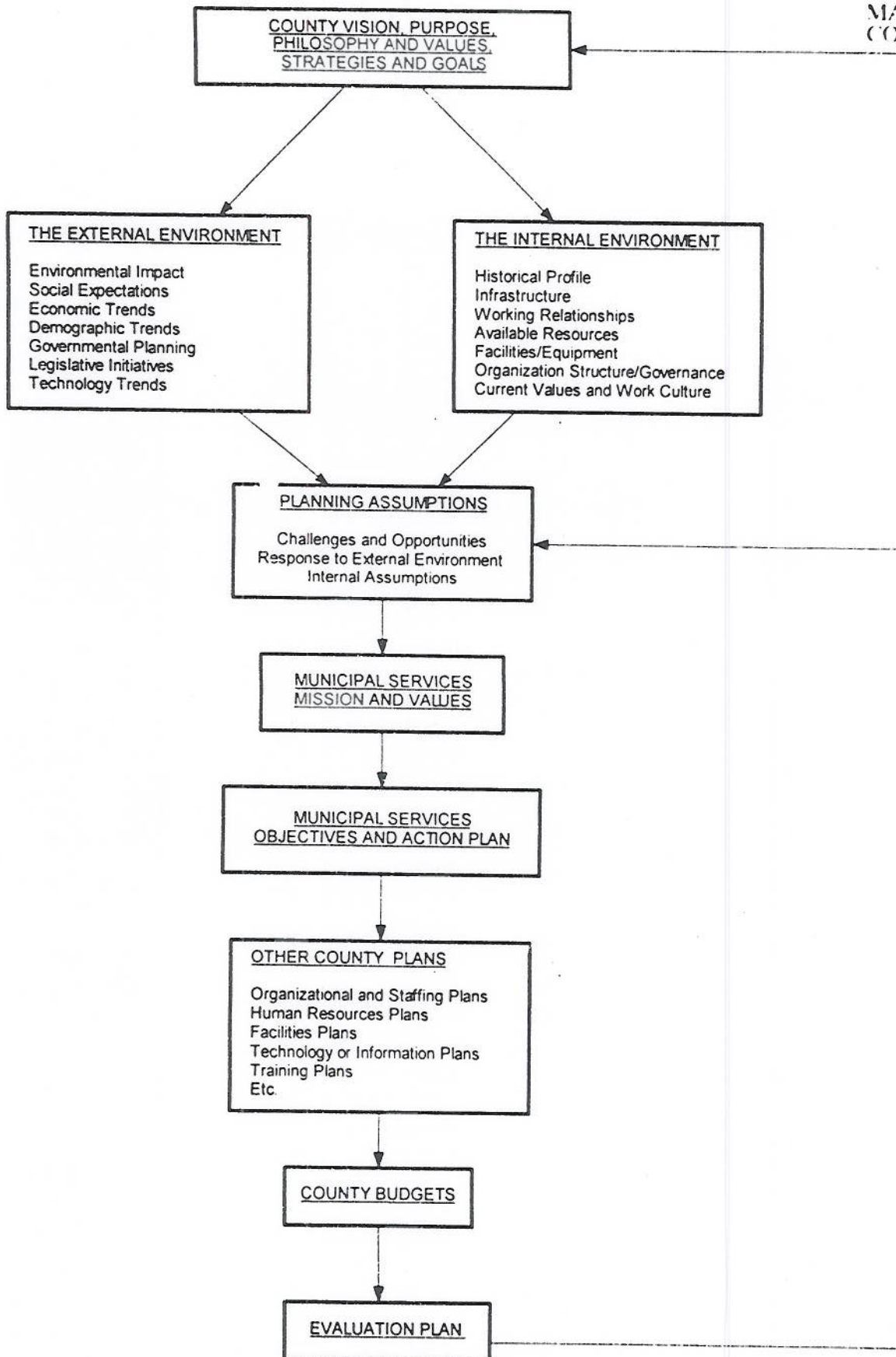
Finally, the County faces some major human resource challenges. A significant number of senior, experienced County executives and workers are approaching retirement, and institutional memory will leave with them. In today's strong job market, it will be difficult to attract new employees given the comparative rigidity of the classification system, the generosity of the private sector, and the changes in the value of the retirement packages that attracted and kept staff in the County for many years. On the positive side, the change in staffing will provide an opportunity to re-invent how the County does business, and will likely more accurately reflect the diversity of the region.



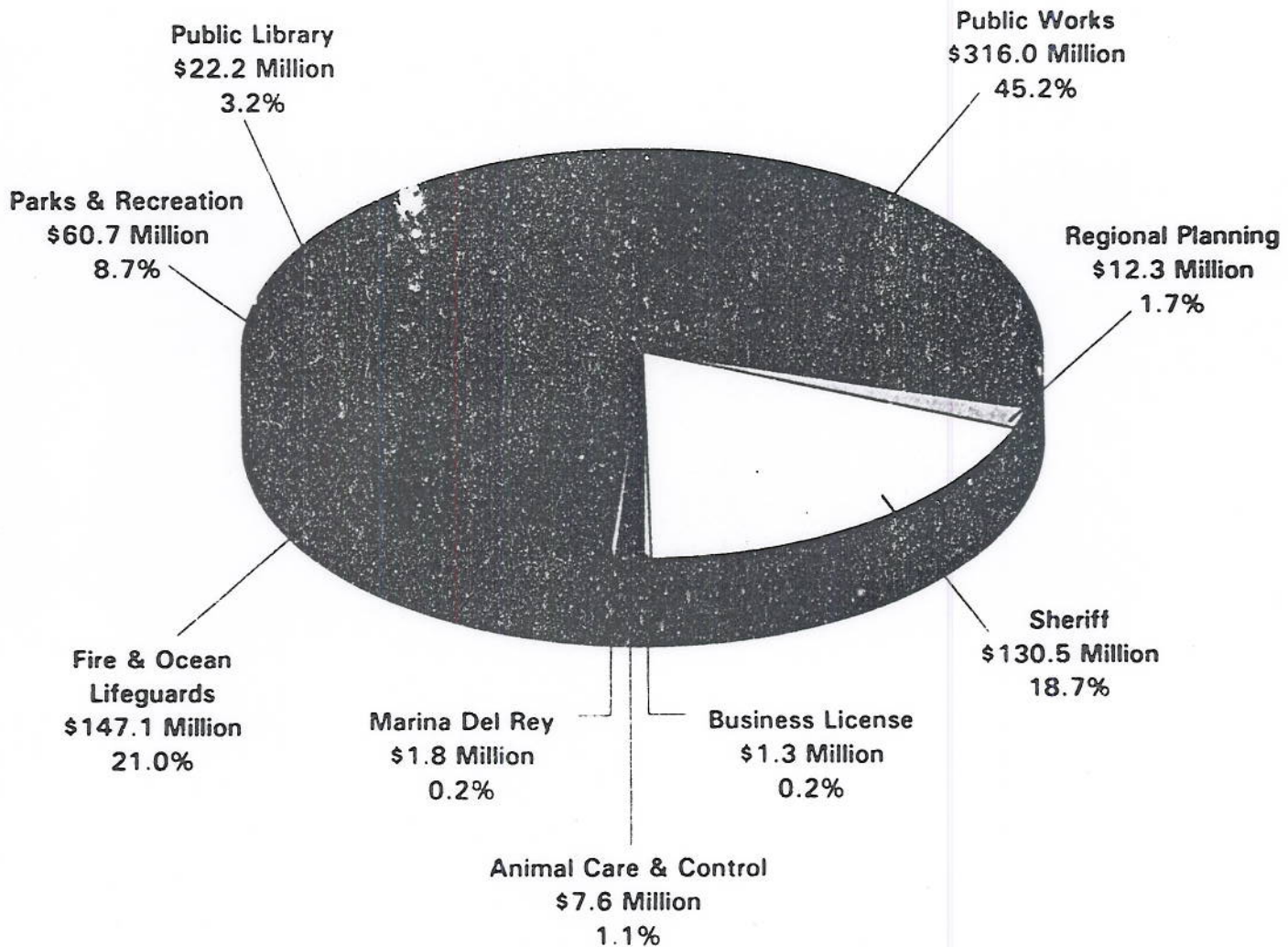
CONCEPTUAL MODEL OF THE STRATEGIC PLANNING PROCESS  
FOR THE COUNTY OF LOS ANGELES UNINCORPORATED AREA SERVICES

EXHIBIT A-I

**KH**  
CONSULTING  
GROUP  
MANAGEMENT  
CONSULTANTS



# Los Angeles County 2001-02 Proposed Budget Unincorporated Area Services \$699.5 Million





**APPENDIX B:**  
**UNINCORPORATED SERVICE AREAS,**  
**BY SUPERVISORIAL DISTRICT AND**  
**SHERIFF'S STATION**

**COUNTY OF LOS ANGELES  
PROPOSED CUSTOMER SEGMENTATION  
FOR UNINCORPORATED AREAS**

SUPERVISORIAL DISTRICT	CUSTOMER SEGMENTATION	SHERIFF SUB-STATION
URBAN/SUBURBAN		
1	Avocado Heights	Industry
1	Bassett	Industry
1	East Los Angeles	East Los Angeles
1 & 2	Florence	Century
1 & 2	Firestone	Century
1 & 2	Graham	Century
1 & 4	Los Nietos	Pico Rivera & City of Santa Fe Springs
1 & 4	Rowland Heights	Walnut
1	South San Gabriel	Temple
1 & 4	South Whittier	Norwalk
1	Sunshine Acres	Norwalk
1 & 5	Valinda	Industry
1	Walnut Park	Century
1	West Puente Valley	Industry
1 & 4	West Whittier	Pico Rivera
2	Alondra Park	Lennox
2	Athens	Lennox



**COUNTY OF LOS ANGELES  
PROPOSED CUSTOMER SEGMENTATION  
FOR UNINCORPORATED AREAS**

SUPERVISORIAL DISTRICT	CUSTOMER SEGMENTATION	SHERIFF SUB-STATION
2	Baldwin Hills	Lennox
2	Del Aire	Lennox
2	Dominguez Hills	Carson
2	East Compton	Century
2	Ladera Heights	Marina del Rey
2	Lennox	Lennox
2	View Park	Marina del Rey
2	West Carson	Carson
2	Westmont	Lennox
2	Willowbrook	Century
2	Windsor Hills	Marina del Rey
4	East La Mirada	Norwalk
4	East Whittier	Norwalk
4	Hacienda Heights	Industry
4	La Rambla	Lomita
4	Marina del Rey	Marina del Rey
5	Altadena	Crescenta Valley/Altadena

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COUNTY OF LOS ANGELES  
PROPOSED CUSTOMER SEGMENTATION  
FOR UNINCORPORATED AREAS

SUPERVISORIAL DISTRICT	CUSTOMER SEGMENTATION	SHERIFF SUB-STATION
5	Bouquet Canyon	Santa Clarita
5	Canyon Country	Santa Clarita
5	East Pasadena	Temple
1 & 5	East San Gabriel	Temple
5	La Crescenta	La Crescenta
5	Montrose	Crescenta Valley
5	Newhall	Santa Clarita
5	San Pasqual	Temple
5	Saugus	Santa Clarita
5	Stevenson Ranch	Santa Clarita
5	Val Verde	Santa Clarita
5	Valencia	Santa Clarita

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COUNTY OF LOS ANGELES  
PROPOSED CUSTOMER SEGMENTATION  
FOR UNINCORPORATED AREAS

SUPERVISORIAL DISTRICT	CUSTOMER SEGMENTATION	SHERIFF SUB-STATION
<b>EXURB</b>		
3	Agoura	Lost Hills
3	Cornell	Lost Hills
3	Fernwood	Lost Hills
3	Malibu Bowl	Lost Hills
3	Malibu Highlands	Lost Hills
3	Malibu Lake	Lost Hills
3	Malibu/Sycamore Canyon	Los Hills
3	Malibu Vista	Lost Hills
3	Monte Nido	Lost Hills
3	Seminole Hot Springs	Lost Hills
3	Sunset Mesa	Lost Hills
3	Sylvia Park	Lost Hills
3	Topanga	Lost Hills
3	Triunfo Canyon	Lost Hills
3 & 5	West Chatsworth	Lost Hills
5	Acton	Palmdale

**COUNTY OF LOS ANGELES  
PROPOSED CUSTOMER SEGMENTATION  
FOR UNINCORPORATED AREAS**

SUPERVISORIAL DISTRICT	CUSTOMER SEGMENTATION	SHERIFF SUB-STATION
5	Deer Lake Highlands	City of LA
5	Kagel Canyon	Crescenta Valley
5	Kinneola Mesa	Altadena
<b>RURAL</b>		
4	San Clemente Island	Avalon
4	Santa Catalina Island	Avalon
5	Agua Dulce	Palmdale
5	Alpine	Palmdale
5	Antelope Acres	Lancaster
5	Big Pines	Palmdale
5	Castaic	Santa Clarita
5	Crystallaire	Palmdale
5	Del Sur	Lancaster
5	El Dorado	Lancaster
5	Elizabeth Lake	Palmdale
5	Frazier Park	Santa Clarita
5	Gorman	Santa Clarita



**COUNTY OF LOS ANGELES  
PROPOSED CUSTOMER SEGMENTATION  
FOR UNINCORPORATED AREAS**

SUPERVISORIAL DISTRICT	CUSTOMER SEGMENTATION	SHERIFF SUB-STATION
5	Green Valley	Palmdale
5	Hi Vista	Lancaster
5	Lake Hughes	Palmdale
5	Lake View	Palmdale
5	Leona Valley	Palmdale
5	Little Rock	Palmdale
5	Llano	Palmdale
5	Longview	Palmdale
5	Mint Canyon	Santa Clarita
5	Neenach	Palmdale
5	Pearblossom	Palmdale
5	Placerita Canyon	Santa Clarita
5	Quartz Hill	Lancaster
5	Redmond	Lancaster
5	Roosevelt	Lancaster
5	Soledad	Santa Clarita
5	Sulphur Springs	Santa Clarita

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COUNTY OF LOS ANGELES  
PROPOSED CUSTOMER SEGMENTATION  
FOR UNINCORPORATED AREAS

SUPERVISORIAL DISTRICT	CUSTOMER SEGMENTATION	SHERIFF SUB-STATION
5	Sun Valley	Palmdale
5	Three Points	Palmdale
5	Twin Lakes	Santa Clarita
5	Valyerno	Palmdale
5	Vasquez Rocks	Palmdale
5	White Fence Farms	Palmdale
5	Wilsons Gardens	Lancaster
5	Wrightwood	Palmdale
<b>ISLANDS</b>		
1	Bandini	East Los Angeles
1	East Azusa	Temple/Pomona
5	Charter Oaks	San Dimas
5	Citrus	San Dimas
5	North Claremont	San Dimas/Pomona
5	North San Dimas	Walnut
5	South Monrovia	Temple
5	West Arcadia	Temple

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**COUNTY OF LOS ANGELES  
PROPOSED CUSTOMER SEGMENTATION  
FOR UNINCORPORATED AREAS**

SUPERVISORIAL DISTRICT	CUSTOMER SEGMENTATION	SHERIFF SUB-STATION
5	West Pomona	Walnut
<b>SPECIAL</b>		
1	Whittier Narrows Recreation Area	Temple
3	Franklin Canyon	West Hollywood
3	Hollywood Bowl	West Hollywood
3	Universal City	West Hollywood
3	Veterans Administration Center	West Hollywood
4	Los Cerritos Wetlands	City of Long Beach

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## **APPENDIX C:**

## **ACRONYMS**



**County of Los Angeles  
Strategic Plan for Municipal Services to Unincorporated Areas**

**Acronyms**

CAO	Chief Administrative Office
CDC	Community Development Commission
CIO	Chief Information Office
COGs	Councils of Governments
COPS	Community-Oriented Police and Services
CSDs	Community Standards District
DPW	Department of Public Works
E&E	Economy and Efficiency
ERP	Enterprise Resource Planning
GASB	Government Accounting Standards Board
ISD	Internal Services Department
ITS	Information Technology Services
JPA's	Joint Partnership Authority
KH	KH Consulting Group
KPIs	Key Performance Measurements
LAFCo	Local Area Formation Commission
MOU	Memorandum of Understanding
NIMBY	Not-In-My-Back-Yard
OEM	Office of Emergency Management
RFP	Request for Proposal
SPAs	Strategic Planning Areas
TBD	To be determined
TOT	Transient Occupancy Tax (Hotel Tax Revenue)
UAS	Unincorporated Area Services